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SYSTEMIC CAUSES OF PERSONNEL TURBULENCE DURING ARMY REORGANIZAT--ETC (U)  
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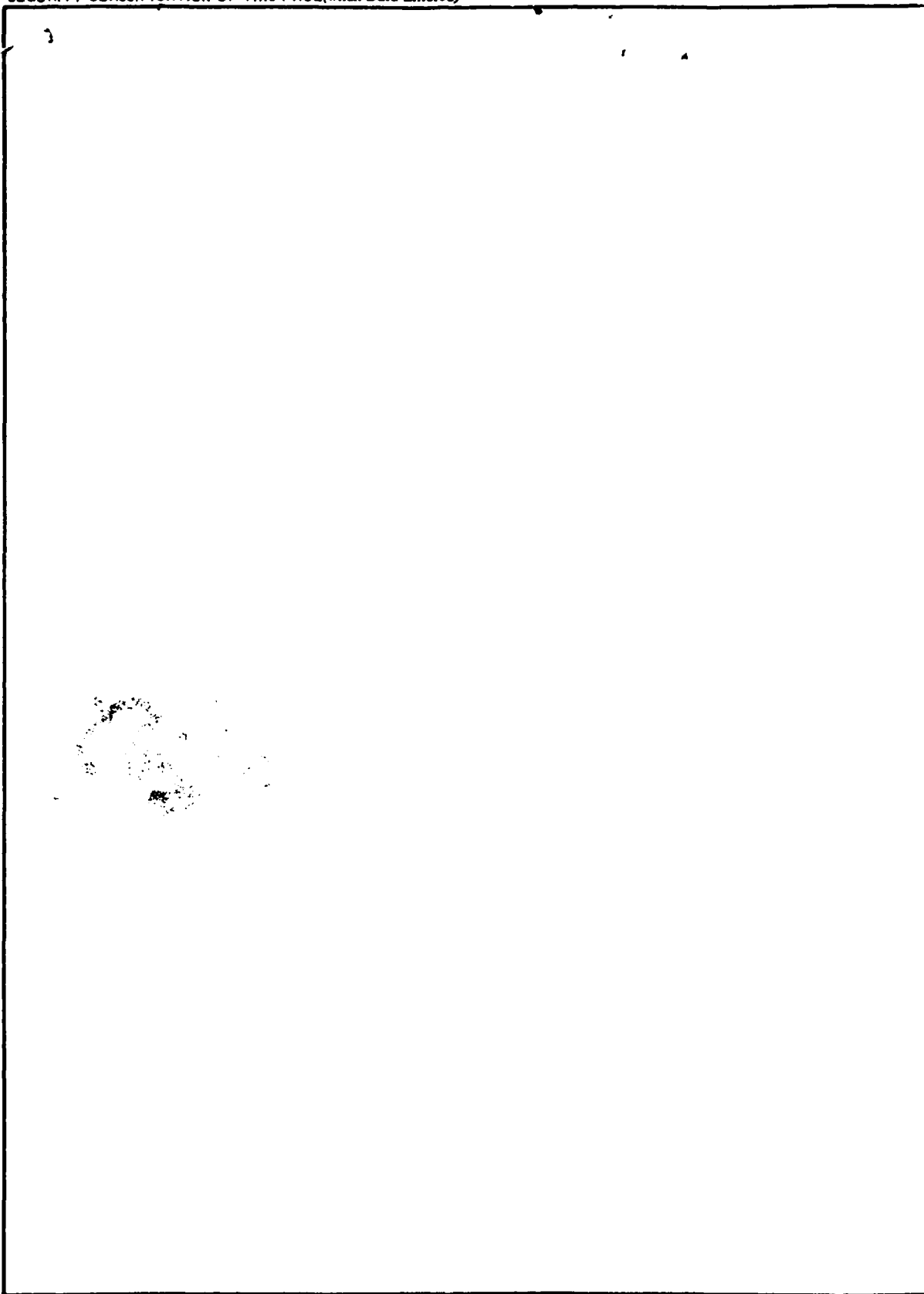
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20. ABSTRACT (Continue on reverse side if necessary and identify by block number)

Study examines the Army manpower system, the Military Personnel system, and Civilian Personnel system to determine the cause of personnel turbulence caused by reorganizations. Conclusions is that the cycles in the manpower management system do not support the cycles in the various personnel systems.

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SISTEMIC CAUSES OF PERSONNEL TURBELENCE  
DURING

ARMY REORGANIZATIONS .

A Paper Presented in Partial Fulfillment  
of the Requirements for  
BAD 209

10 Seymour Samuels, III

9 Final rpt.

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“We trained hard . . . but it seemed that every time we were beginning to form up into teams, we would be reorganized. I was to learn later in life that we tend to meet any new situation by reorganizing and a wonderful method it can be for creating the illusion of progress while producing confusion, inefficiency and demoralization.”

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Petronius Arbiter

## INTRODUCTION

There are several old homilies concerning organizational change. The words of Petronius Arbiter are much quoted and all people in management of governmental bureaucracies simply sigh when another administration comes in and it's time to reorganize-- again!

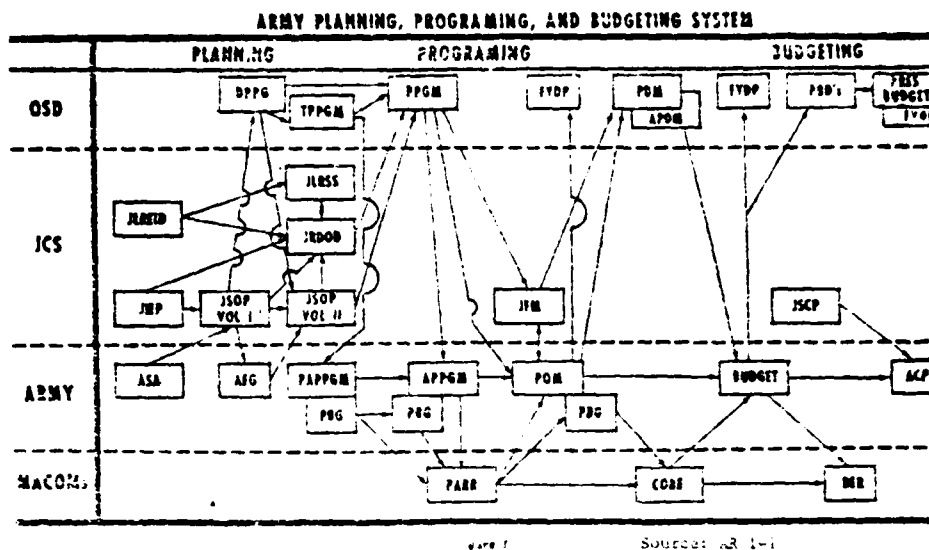
Over the last eighteen years the United States Army has reorganized many times. The cycle seems to be every seven years for major changes. One perceived problem is that all of the cycles do not seem to be supporting or even with regard to each other. There are also many systems to "manage" change; however, in practice these systems seem to be of no avail. The purpose of this paper is to investigate the people "system" problems concerned with major reorganizations. Basically why don't we have the right people at the right place when they should be there?

## Army Organization

Article 1, Section 8, Paragraph 12 of the Constitution requires the Congress of the United States to "...Raise and support Armies,..."<sup>14/4</sup> Article II, Section 2 Paragraph 1 of the Constitution appoints the President as Commander in Chief of the Army and Navy.<sup>14/6</sup>

These two articles of the Constitution along with budgetary authorities contained in Article I (Legislative) and organizational powers of the Executive (Article II) are the basis for today's Army organization. The National Security Act of 1947 is the current implementing document of the Constitution. In August, 1949 the 81st Congress amended the Act. One of the sections which drives today's organization is Section 403 (a) which requires performance budgeting for "...readily identifiable functional programs and activities,..."<sup>15/101</sup>

Because of this section all manpower and equipment in the Army is programmed, budgeted, and accounted for on documents. These documents are called Tables of Organization and Equipment (TOE's) for combat formations and Tables of Distribution and Allowances (TDA's) for non-combat organizations. The development of these documents require establishing audit trails by program for all resources which bring the organization to operating levels. This means that all manpower authorizations (or "spaces") must be placed on documents in the appropriate program element. These rules have made the personnelist the victim of the Army PPBS confusion (see Figure 1).



Despite the rather chaotic appearance of figure 1 the Army PPBS has set stages and target dates. Data are submitted in computer formats and, between the higher headquarters, in computer readable media on set dates. Manpower planning guidance is provided from Headquarters Department of the Army (DA) to field commands in the Program Budget Guidance during the months of May, October, and January. The specific structure changes in gross terms (numbers of military, civilians, and other country national employees) are given to the field in June through the Force Accounting System. Specific document changes are submitted from the field to DA twice during the year in the months of January through March and July through September. Specific authority to pay civilians and to have military members on authorization documents are received (theoretically) in October each year in a Funding Authorization Document or Resource Authorization Documents. (Information from Chapters 3 and 4 AR 1-1)

and Chapter 2 AR 310-49).

An illustration of the system at work is as follows. The Army in Europe desires to reorganize several organizations starting in October, 1983 (Fiscal Year 1984) using personnel "spaces" authorized the command. The key period for the submission is the January through March 1983. All changes to documents must be submitted during this period. The pacing element which will enable the Army in Europe (or USAREUR) to submit the document changes is a command concept plan which must be approved before a reorganization is "documented".

Manpower authorizations with funding is an emotional subject to subordinate elements of Army commands. These resources are the driving force in mission accomplishment. Reorganizations are acrimonious adversary events where high ranking officers fight for everything they can get. These fights, meetings, drafting, and redrafting of the concept plans for the Commanders approval can take up to one year. A recent study was conducted in USAREUR which took eight months and resulted in a major restructuring of the command. This indicates the effort should start no later than August 1982.<sup>16</sup>

After DA approval and revision of the documents in January through March period commands will have their new structures for October 1983. During the period between approval and execution funding is adjusted and audit trails are created to show migrations of positions and funds from program to program and organization to organization. All resource and authorizations are prepared to execute the reorganization on the effective date-

October 1, 1983.

--BUT WHAT ABOUT PEOPLE?--

BUT WHAT ABOUT PEOPLE?  
--Civilian Employees--

Recently the Deputy Chief of Staff for Personnel of the Army completed a detailed analysis of the functions of a Civilian Personnel Office.<sup>10</sup> Seventy-one pages are devoted to enumeration of actions which these offices perform. Two pages in the Recruiting and Placement Section discuss actions particular to RIF(s), Reorganizations, and Transfers of Functions (half of the space allocated to the R & P Section). These pages are in addition to the actions in other parts of the office or unique to Japan and Germany (where the US Forces hire foreign employees through the Host Government).

Analysis of the functional statements indicates that the Civilian Personnel Office is consulted AFTER management decisions are made concerning reorganizations. This timing makes the office a re-actor rather than an actor. The Personnel Officer cannot advise management during the decision process and, thereby, defuse problems before they arise.

One of the greatest challenges to the Civilian Personnel Office is the fill of vacant new positions. Interviews with two personnel officers indicate that management usually will not initiate recruitment actions for new positions until funding and authorizations are provided. If the organizational effective date (always October 1st) and the fund availability date (theoretically October 1st) coincide there will be a delay in fill of positions.

Most of the Army's high skill civilians are centrally

managed (e. g. Manpower, Procurement, Civilian Personnel).

Referral lists are generated by the Army Civilian Personnel Center. A recent study by this center indicates that it normally takes 100 days from generation of the recruitment action to selection of a critically skilled employee.<sup>11/2</sup>

If the organization is in the United States the employee is usually at the new job 31 days after selection.<sup>11/6</sup> Overseas this takes longer.

During reorganizations the period will take longer while the local office insures all local employees' rights are protected. Usually the Recruiting and Placement Section takes 13 days to process actions to the DA Civilian Personnel Center.<sup>11/3</sup> If these offices are required to take local screening steps the processing time at the local level is dramatically increased to 138 days.<sup>11/3</sup> This means that organizations which are supposed to be activated and operational on the first of the fiscal year usually do not have critically skilled civilians until the following March. This is one year after the approval of the reorganization and entry of the new structure into the automated document system.

THE MILITARY PERSONNEL SYSTEM IS WORSE!

## BUT WHAT ABOUT PEOPLE?

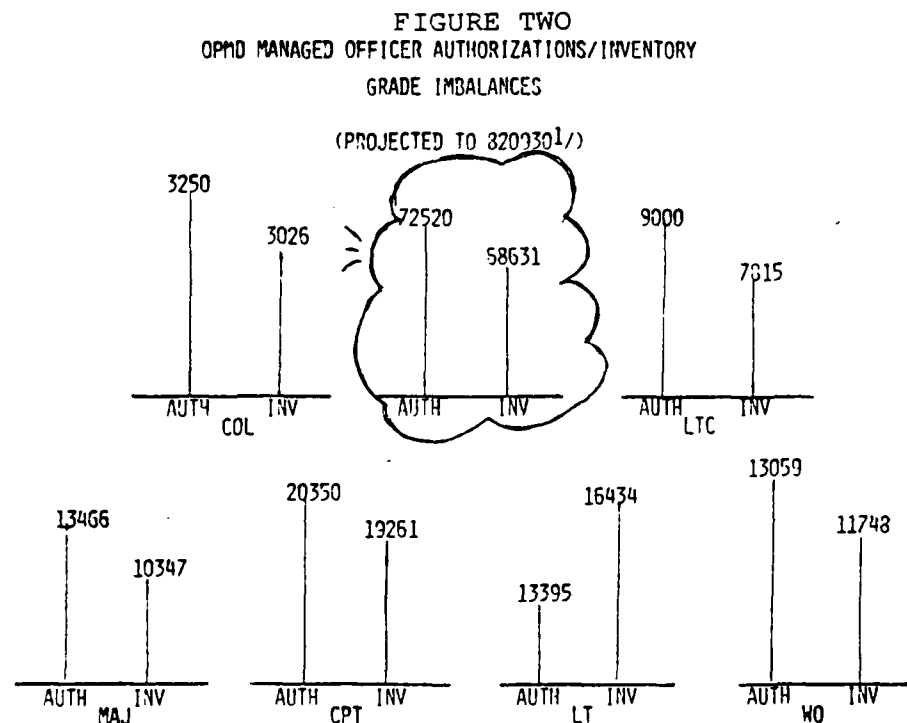
### Military

The authorization system is based on the assumption that personnel will be available to fill unit needs. Safeguards are placed in the system to insure that lead times for personnel assignment and reporting are long enough to insure operational capability on activation dates.<sup>2/2-3</sup> This system is idealistic because another system, called the Officer Distribution Plan (or ODP), is based on the premise that officers are the critical resource and the number of officers (either in quantity or speciality) never equals authorizations.<sup>12/11</sup>

One of the basic personnel outputs of the authorization system is the Personnel Structure and Composition System (PERSACS). This computer output projects authorizations by grade, specialty, and organization.<sup>13/14</sup> The October PERSACS computer "run" is used in formulating the ODP.<sup>22</sup>

In addition to the PERSACS the ODP is based on the Department of the Army Master Priority List (a computer tape containing each organization in the Army with its relative priority for support), and the known officer inventory. The ODP projects requirements of officers at a specific future point in time (called the "picture point") against the known inventory and accessions. The "picture point" is two years from the October PERSACS tape which it supports<sup>12/3</sup> (thus the October 1980 PERSACS "run" projects an ODP which ends in October 1982). There is one mid-cycle change program six months after the original so reorganizations can be accommodated.

The assets at the "picture point" are always less than the requirements; therefore, the ODP distributes the shortfalls equitably within established priorities. The magnitude of the shortfall is as depicted in figure 2.



1/ DE SEP PERSACS TO 30 SEP 32 DCSPER END STRENGTH TO 30 SEP 32 (DOES NOT INCLUDE THS)  
SOURCE: DA MILPERCEN

Officer requisitions from the field are scheduled to arrive at the Army Military Personnel Center 9 months prior to the individual's reporting date for overseas commands and 6 months for those persons reporting to continental US locations.<sup>22</sup> These requisitions are compared against the ODP Requisitions which do not support the ODP "picture point" distribution are either filled at a lower grade if skills are available or not filled.

Reorganization planners who do not consider the ODP system and the requisition cycle do so at their peril. Organizations may project vacancies before the effective date of the document but may not requisition an officer until that date. The requisition must be supported by the ODP to be filled. The cycle takes 9 months to provide the officer in overseas areas or 6 month in the US. If officers are available on the installation or country (overseas) the commander may use them if the new or reorganized unit has a high enough priority.

There is great potential for disaster.

## CONCLUSION

There are four systems in the Army which should provide the right people, in terms of grades and skills, to make an effective organization.

The Army Planning Programming and Budgeting System (PPBS) provides funds, manyears, and endstrength to major Army Commands. Sub-sets of this system further distribute funds to the using organizations. The PPBS is a twenty year process (figure 1). The last five years of the system quantify people and their funding in terms meaningful at the organizational level.

The Army Authorization Document System (TAADS) is a true sub-set of the PPBS. It allocates personnel and equipment indicating what is required for the unit to be effective and what can be allocated due to budget constraints. In one document the commander or chief can see what they should have and what they can have. This document is synchronized with the budget cycle.

The centralized personnel system recruits and distributes civilians with critical skills as requested by the commands. The distribution is always at the request of an organization and is sensitive to the authorization/funding processes in the PPBS and TAADS. The average fill time from generation of the request to arrival of the new employee is 130 days.

The military personnel system is also sensitive to the PPBS and TAADS. In addition to the budgetary processes it has the additional constraint of distributing shortfalls

against a future point. Requisition to arrival times vary from 9 months (Overseas) to 6 months (US assignment).

As previously illustrated the military personnel system and civilian personnel systems are absolutely dependent upon the authorization and budget system. Military personnel and civilian employees cannot be requested until authorizations are approved to support the requisition or hiring action. The actions which obtain people for organizations are not consistent with the basic assumptions of the authorization system - that a unit will be activated or restructured on a specific date with the people to effectively carry out its purpose.

The systemic cause of personnel turbulence in US Army organizations is that the manpower authorization system is divorced from the personnel system. The thrust of the manpower authorization system is the "Effective Date" (called "E-date") which is the date the authorization document becomes valid. On the "E-date" people can be requested or moved to fill vacancies. Only then can the personnel systems take action.

Army reorganizations take place during the PP-S cycle. The organization and reorganization planners concentrate on "resources" - manpower authorizations and dollars. These two resources are clean as they do not live, breathe, and complain. People are treated as a mere consequence. A search of immediate past or in-progress studies in the Army indicates no effort to link the authorization system to the personnel systems.<sup>25</sup> These linkages must be made! The personnel officer must

be a greater player! If not, Army reorganizations will remain the chaotic events they presently are.

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the Army
18. Lt Col Leroy Bartlett, Chief, Programs and Budget, Manpower  
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19. Mr. Clayton White, Civilian Personnel Officer, Office of  
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20. Mr. Carl Becker, Field Support Directorate, U. S. Army  
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25. Army Studies Documentation Information Retrieval Service  
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